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Message Text

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PAGE 01 TOKYO 04430 150446Z

17
ACTION EA-06

INFO OCT-01 SS-14 ISO-00 OPR-01 PM-03 INR-05 NSC-05 NSCE-00

CIAE-00 DODE-00 SSO-00 SR-02 ORM-01 IO-03 L-01 SCA-01

/043 W
---------- 009894
P 150318Z APR 75
FM AMEMBASSY TOKYO
TO SECSTATE WASHDC PRIORITY 9399

S E C R E T TOKYO 4430

LIMDIS

E.O. 11652 GDS
TAGS: AMER, MARR, JA, JS
SUBJECT: NEMVAC PLANNING

THE FOLLOWING TEL TOKYO 4430 SENT ACTION COMUSJAPAN NIACT
IMMEDIATE IS HEREBY REPEATED FOR YOUR INFO.

QUOTE:

REF: COMUSJAPAN DTG 050525Z APR 75

1. JAPANESE REACTION TO COLLAPSE IN VIETNAM HAVE
NOT YET FULLY DEVELOPED, IN OUR VIEW AMEMBASSY HAS
BEEN DISCUSSING WITH FOREIGN OFFICE URGENT NEED FOR
HUMANITARIAN ASSITANCE TO SVN REFUGEES. DURING PAST
WEEK WE HAVE FOUND SOME RECOGNITION OF HUMAN REQUIRE-
MENTS AND CAUTIOUS WILLINGNESS TO CONSIDER ASSITANCE..
AS EVENTS IN SVN HAVE EVOLVED, HOWEVER,FONOFF HAS
PULLED BACK EVEN FROM ITS INITIAL DISPOSITION TO
CONSIDER ACTIVE ASSISTANCE,ANDSENIOR FOREIGN AFFAIRS
OFFICIALS IN GOVERNMENT ARE TODAY MEETING TO REASSESS
GOJ POLICIES IN LIGHT OF SVN COLLAPSE AND IMMINENT
POSSIBILITY THAT COMMUNIST AUTHORITIES MAY IN FACT
BE ABLE TO TAKE OVER IN NEAR FUTURE. IT APPEARS
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PAGE 02 TOKYO 04430 150446Z

TO US AT THIS STAGE THAT GOJ POLICY DECISION WILL

Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 05 JUL 2006

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HAVE AS ITS IMMEDIATE OBJECTIVE TO RETAIN POSITION
VIS-A-VIS SVN SITUATION THAT WILL PERMIT ON-GOING
RELATIONS WITH SUCCESSOR REGIME. GOJ, BASED ON
HISTORY OF ITS POLICY ATTITUDES TOWARD INDOCHINA
PROBLEM, DOES NOT APPEAR LIKELY TO OPT FOR CONTINUED
SUPPORT OF AILING REGIME OR ANY INVOLVEMENT THAT
COULD JEOPARIDIZE ITS REQUIREMENT TO AVOID ISLOATION.
ACQUIESCENSE IN OUT HOSTING OF LARGE NUMBER OF POLITICALLY
IDENTIFIED VEITNMANESE REFUGEES IN FACILITIES AND
AREAS OF JAPAN, THEREFORE, PROBABLY WOULDENTAIL
POLITICAL OVERTONES THAT WOULD BE DIFFICULT FOR GOJ .

2. US-JAPAN STATUS OF FORCES AGREEMENT CONTAINS NO
EXPLICIT PROHIBITION AGAINST HANDLING REFUGEES ON US
BASES IN JAPAN, ACCORDING TO OUR READING,HOWEVER, ENTRY
INTO JAPAN OF NON-SOFA PEOPLE IS FULLY SUBJECT TO
JAPANESE LAW AND REGULATION AND THUS GOJ CONTROL (AND
RAISING, FOR EXAMPLE, QUESTIONS OF DOCUMENTATION).
IT APPEARS THAT LOGISTICAL SUPPORT TO REFUGEES COULD
NOT BE EXTENDED UNDER SOFA. FURTHERMORE, AS
COMUSJAPAN IS AWARE, WE HAVE FOR A LONG TIME HAD A
BASIC DISAGREEMENT WITH FOREIGN OFFICE OVER
CASES WHEN WE HAVE SOUGHT ENTRY FOR MILITARY OR
OTHER AIRCRAFT CARRYING CIVILIAN PASSENGERS.
FOREIGN OFFICE HAS REFUSED AGREEMENT FOR US TO DO
THIS, BUT SINCE NONEOF THE CASES THUS FAR HAS
RAISED PUBLIC PROBLEMS FOR THE GOVERNMENT
FONOFF HAVE SIMPLY REMAINED SILENT. CRITERION THAT
HAS BEEN CONSIDERED REASONABLEHAS BEEN
WHETHER SUCH USEES OF OUR BASES CONTRIBUTE TO THEDEFENSE
OF JAPAN AND THE FAR EAST. REFUGEE OPERATON
SUGGESTED REFTEL WOULD RAISE SAME BASIC QUESTIONS ON
SCALE NEVER BEFORE ENCOUNTERED IN JAPAN, AND IT SEEMS
TO US LIKELY GOJ WOULD FIND IT DIFFICULT TO GRANT
ITS CONCURRENCE IN PLAN.

3. AS IN ALL SCJ MATTERS, VISABILITY MAKES SIGNIFICANT
DIFFERENCE IN ATTITUDE OF FOREIGN OFFICE. EVACUATON
PLAN OF MAGNITUDE SUGGESTED REFTEL WOULD BE HIGHLY
VISIBLE. ESPECIALLY SINCE WELL PUBLICIZED ORPHAN
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EVACUATION RECENTLY AND OTHER U.S. PRESS ATTENTION
TO THIS PROBLEM LIES IN IMMEDIATE BACKGOUND.

4. IT SEEMS TO US ALMOST CERTAIN THAT OPPOSITON
ELEMENTS IN JAPAN WOULD ATTACK GOJ IF GOVERNMENT
PERMITTED US TO BRING EVACUEES INTO OUR BASES.
BASIC THEMES OF PRESS AND PARTIES WOULD BE:
OPPOSITION TO GOJ ASSIATANCE TO U.S. IN RESCUING

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SIZABLE POPULATION OF VIETNAMESE HOSTILE TO
SUCCESSOR COMMUNIST REGIME, ESPECIALLY SINCE PRG
AND OTHER COMMUNIST SOURCES HAVE STRONGLY ATTACKED
U.S. REFUGEE EFFORT WITHIN RECENT PAST; CRITICISM OF
GOJ FOR QTE CLIENT STATE UNQTE TOADYING TO AMERICAN
MASTERS; AND CRITICISM OF THIS USE OF BASES AS BEING
CONTRARY TO SOFA EVEN BY GOJ INTERPRETATION.

5. WE THEREFORE THINK THAT THE GOJ WOULD FIND IT
DIFFICULT TO CONSTRUCT BASIS TO PERMIT IMPLEMENTATION
OF EVACUTATION PLAN INVOLVING U.S. BASES IN JAPAN.
TOTHE EXTENT THE EVACUATION CAN BE SHOWN TO HAVE
PURELY HUMANITARIAN MOTIVATIONSAND SIGNIFICANT
INTERNATIONAL SUPPORT, IT WOULD BE EASIER FOR GOJ TO
CONSIDER. IF THE EVACUATED POPULATED WERE
IDENTIFIED IN POLITICAL TERMS, HOWEVER, THE GOJ
WOULD HAVE LITTLE PLACE TO STAND.

6. IN THE END, WE COME OUT THIS WAY;

A. THE OPERATON WOULD BE POLITICALLY SIGNIFICANT
IN JAPANESE EYES, AND THE GOVERNMENT WOULD BE FORCED
TO WEIGH ITS DECISION TO COOPERATE EXTREMELY
CAREFULLY;

B. THE SOFA DOES NOT GIVE US THE RIGHT TO DO
THIS WITHOUT GOJ APPROVAL;
C. WE COULD NOT UNDERTAKE THIS OPERATON WITHOUT
GOJ APPROVAL WITHOUT RISKOF SERIOUS DAMAGE TO THE
MUTUAL CONFIDENCE THAT HAS MADE THE SOFA WORK THUS
FAR;

D. GOJ WOULD PROBABLY FIND IT EASIER TO CONSIDER
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IF THE OPERATION INVOLVED ONLY A LIMITED NUNBER OF
EVACUEES AND HAD INTERNAIIONAL SUPPORT;

E. ALTHOUGH OUR ASSESSMENT INDICATES THAT THE
ODDS FOR GOJ APPROVAL OF SUCH AN OPERATION ARE POOR,
WE WILL NOT IN FACT KNOW WHAT JAPANESE REACTION WOULD
BE UNTIL WE ASK-- AND WE SEE NO REASON NOT TO CONSULT
WITH THE FOREIGN OFFICE PRIVATELY IF A REQUIREMENT IS
DETERMINED TO EXIST.
SHOESMIHTH
UNQUOTE
HODGSON

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